DOCUMENT RESUME

ED 202 286 HE 013 794

AUTHOR	Glenny, Lyman A.
TITLE	State Staff and Issues for Budgeting Higher Education.
INSTITUTION	Education Commission of the States, Denver, Colo. Inservice Education Program.; State Higher Education Executive Officers Association.
SPONS AGENCY	Kellogg Foundation, Battle Creek, Mich.
REPORT NO	IEP-033
PUB DATE	Jan 76
NOTE	64p.; Paper presented at a Seminar for State Leaders in Postsecondary Education (St. Petersburg, FL, January 1976).
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	Administrator Attitudes; *Budgeting; College Administration; *College Planning; College Presidents; *Educational Change; Educational Finance; Educational Trends; Government Role; *Government School Relationship; *Higher Education; Long Range Planning; Political Influences; Public Policy; *State Government; State Officials; Statewide Planning; Trend Analysis
IDENTIFIERS	*Seminars for State Leaders Postsec Ed (ECS SHEEO)

ABSTRACT

The change in climate of opinion and attitude toward higher education and the structural and political context within which it seeks support are considered with attention directed to state staffs. Studies have indicated that higher education has reached a new low in terms of priority among state services and that little long-range comprehensive planning is taking place at the state level. With some exceptions among the states, planners are not engaged in conceiving new initiatives in programming, in setting system goals, in reviewing or redefining institutional missions, or in establishing other parameters for the development of individual campuses within a system of public and private institutions. Legislators and governors have been found to be much concerned over the lack of direction or focus in higher education. Results of a 1975 survey of 2,500 college and university presidents on how institutions were responding and planning to respond to leveling enrollments and funding patterns are presented and analyzed. The administrators were sufficiently satisfied with their recent tactics and strategies for recruiting new clientele, adopting new programs, and meeting staffing needs, to report no major changes in activities beyond those already underway in 1974. It is suggested that governors and legislators want the state-level agencies and the institutions to take a more studied and aggressive stand on how and in what dimensions each campus will fit into the new spectrum of agencies and modes of education. State pressures for better and more comprehensive long-range planning are undoubtedly going to come from the politicians and will be directed at the state coordinating and planning boards. It is suggested that an aggressive, realistic planning mode is the best defense against imposition from without of roles and programs for an individual institution. (SW)

ED202286

Inservice Education Program (IEP)

Paper Presented at a Seminar for State Leaders in Postsecondary Education

STATE STAFF AND ISSUES FOR BUDGETING HIGHER EDUCATION

LYMAN A. GLENNY

Center for Research and Development in Higher Education
University of California, Berkeley

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

St. Petersburg, Florida
January 1976

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

ECS

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

IEP Paper No. 033

HE013 704

Education Commission of the States

Inservice Education Program (IEP)
Education Commission of the States
1860 Lincoln Street, Suite 300
Denver, Colorado 80295

SHEEO

The IEP Program has been supported primarily by the W. K. Kellogg Foundation with additional funds from the Education Commission of the States, the Frost Foundation and the State Higher Education Executive Officers

State government remains the chief source of funding for higher education, and nothing on the horizon would appear to change that observation for the future. The public senior institutions rely most heavily on the state for funds, the community colleges do so to a lesser but increasing extent, and the private institutions, currently subsidized by the state through tax exemptions and student tuition grants, seek more state largesse in the future. Concurrently, the state is confronted with serious policy issues relating to support of research, public services, and adults, to falling enrollments in some public institutions, to the probable closure of some private liberal arts colleges and perhaps some public ones, to the continuing oversupply of doctoral graduates, to competition with the collegiate sector of new forms and new institutions offering postsecondary education, and to a host of issues relating to finance in a period of high inflation and recession.

The well-being of many institutitons and the very survival of some relies on the mutual accommodation of the particular college or university with the state government. In some states this relationship is that of a single institution dealing with governmental agencies. In other states the institution must first find its place

within a system of colleges or university branches, and in many states these systems of institutions must relate to other systems through mechanisms and plans of a state coordinating board. Whatever the particular arrangement in a state, the individual college or university--public or private--must take the initiative in defining its future mission and capabilities, or some state agency is quite likely to do so. The private sector is included because, as the privates increasingly receive public funds directly through grants or indirectly through students, the institutions become public de facto, and will be treated as such by state executive and legislative agencies. The history of state government supports this view.

With rare exceptions, institutional definitions of function and programs for the future will be reviewed, second-guessed, and modified by one or more agencies of the state in which it is located. The social and political environment for resolving institution/state issues is very complex and very different from that during the great expansion period of ten years ago.

As we shall observe, many institutional officers appear unaware of the vast changes taking place in structure and power relationships among agencies dealing with higher educational matters, with the competitive challenges of new institutions and new modes of instruction, or with the form and content that institutional plans must have in order to adjust in a positive and aggressive way to the emerging new world of postsecondary education.

Perhaps the least understood part of this new world are the fundamental shifts in power relationships among state agencies as they deal with budgeting, planning, and coordination of higher institutions. The social context for establishing new institutions or new roles for existing institutions in the 1960s was one of almost unbridled expansion and optimism. Enrollments, funds, and buildings all grew massively; and each senior institution, new or old, seemed to aspire toward status as a graduate research institution. Junior colleges proliferated to become community colleges and, in some cases, sought and succeeded in becoming senior colleges.

State governments responded to the growing complexity and problems of expansion by creating a variety of coordinating and planning boards or councils. These new agencies and institutions operated in a political context of relative simplicity. Most governors' budget offices had small staffs and rarely a specialist for higher education. In state legislatures, a political assistant might sometimes be found, but professional staffs were virtually nonexistent. Under these conditions, coordinating boards entered a near vacuum with their fresh staffs of professional specialists in planning, budgeting, and program development. These agencies were in an ideal position to create a favorable record of accomplishment, with both the governor and legislature relying increasingly on the coordinating board for planning and initiating policy. By the late 1960s most such agencies had completed one or more planning cycles, and the plans--almost

without exception--anticipated unending increases in the number of young people and the proportion of high school graduates who would attend college.

Today institutions and coordinating agencies face a very different political and operational environment (Glenny et al., 1971). By 1970 the staffs of many governors' budget offices were expanded to include professional specialists for higher education. These analysts reviewed the budget and programming work of both the institutions and the statewide boards. The executive budget became the instrument which largely determined the allocation of funds among state services and among public institutions of higher education. As funding constrictions and unexpected enrollment drops occurred, many coordinating staffs moved toward closer association with the increasingly powerful governor and away from the legislature and the institutions.

Concurrently, many legislatures began to combat actively the continuing accretion of gubernatorial power. They, too, hired professional staff for research units and for the appropriations and finance committees. In the past four years the growth of these legislative staffs has been very great. Specialized staffs equal to that of the governor are not uncommon. Economists, political scientists, accountants, and managers now aid legislators in dealing with the operating agencies of government. Moreover, more legislatures than governors have established new program review-and-performance

audit agencies or added that function to an existing office. It is not uncommon for a public college or university budget request to be reviewed seriatim by the state coordinating board, the executive budget office, and from one to four different legislative committee staffs. After appropriation, expenditures may be pre-audited and after expenditure both a fiscal and program audit may ensue. Colleges and universities increasingly exhaust their planning and management resources in responding to the plethora of executive and legislative staff requests. Little time remains for educational program planning or operational developments which legislators and governors want desperately and which, if institutions are to survive in the next 20 years, must be done.

Show Tables 1-12

The environmental context is further complicated for institutions by federally-initiated programs for buildings, continuing education, instructional equipment, and student aid, along with the accompanying regulations for dealing with affirmative action for women and minorities. Rather than assign administration of these programs to existing coordinating or statewide governing boards, new agencies were often created by the states.

Primarily because of this proliferation of state agencies the federal government sought to create a single comprehensive planning agency in each state by means of the Education Amendments of 1972. These so-called "1202 commissions" (identified by the number of the section in the law) were to involve all of postsecondary education in

planning and in commission membership--public, private, proprietary, and vocational-technical institutions. A few states took advantage of this opportunity to unify the separate boards of the federal programs, while others awarded the 1202 functions to the existing coordinating board. However, some states created still another new agency. The unfortunate result of these developments has been to increase the ambiguities for responsibility for state planning and operations. Institutions must deal with an array of state boards and commissions for segments and systems of higher education, as well as with expanding executive and legislative staffs. While all of these may not have budget functions, most of them do.

Further, federal funding patterns emerging during the past five years award less money directly to institutions and more to students through grants and work-study programs. The federal policy of aiding students through the institution has led the government into an extremely complicated set of administrative arrangements with the colleges and universities as it attempts to achieve federal objectives rather than the more parochial objectives of institutions or the state. Also, it is not clear whether state and institution budget planners have considered the operational consequences of federal student-aid programs, much less recognized them as integral to effective financing. Yet if the thrust of federal funding continues toward student aid as appears destined, these programs require integration operationally with similar state-aid programs and with state financing and institutional budgeting.

These new complexities of the political and organizational environment for institutions require different data and information bases as well as new perspectives on the decisionmaking process. But probably more important for societal welfare and institutional survival is the resolution of the confrontation between the new forms, modes, and types of agencies for offering postsecondary education on the one hand, and the higher institutions both new and old facing drastically changing enrollments on the other. The state staffs in particular may not be informed and may take hasty actions before a plan for change and accommodation has been worked out. The optimization of resources for higher education is already impaired by the lack of knowledge of the scope and form of postsecondary education and the lack of consensus on planning strategies--and even the need for planning.

The recent downturns in enrollments are attributable to a reduction in percent of high school graduates who attend college. Census Bureau data (1975) show that nationally we have already returned to the college-going rate of 1962--about 47 percent of high school graduates and 31 percent of the age group of 18 to 21 year olds. Yet while the college attendance rates have gone down, the number of 18 to 21 year olds--the traditional college group--has increased by a million in the last three years. The number

will increase by another million to about 17.1 million in 1980 and thereafter drop rapidly. By 1984 there will be only 16 million--the same as fall 1973--and by 1992 the number should be only 13.7 million, the same as the mid-1960s. There will be a 21.6 percent drop in the number of 17 to 21 year olds between 1980 and 1993.

Thus the decline in college-going rates indicates the competitive reality of new institutional forms and means of offering education. Students turn from college to look elsewhere for education and for work. Dislocations in enrollment now affect very unevenly the various states and different types of institutions within a state. Some continue to gain enrollments while others suffer substantial losses; and so it will be in the future, at least until 1993.* Therefore it is unwise to consider current dislocations as temporary.

Enrollment fluctuations among types of institutions are severe, but within institutions similar fluctuations take place among the disciplines, requiring a substantial redistribution of resources. The Census Bureau (1974) reports that in the six years from 1966 to 1972 the biological, health, and social sciences, together with business and commerce, increased from 30 to 38 percent. Conversely,

---

* See author's article, "Nine myths, nine realities: The illusions of steady state," in Change Magazine, December-January 1974-75, for delineation of the uneven impact of enrollments and funding on various types of institutions, states, and regions.

engineering and the physical and earth sciences were down over 30 percent and education by 10 percent. The data show that shifts within institutions may be even greater than these national averages, causing administrators and faculties grave problems in obtaining new professors for the expanding fields, while decreasing faculty (some tenured) in other fields--and perhaps accomplishing this with an institution which is steadily losing total enrollment and thus eroding its funding base. In a study of state general revenue appropriations for higher education, the Center at Berkeley found that two-year colleges were keeping well ahead of inflation, state colleges a little ahead, and state universities were falling behind in number of dollars appropriated per FTE student (Glenny & Kidder, 1973). That fact heavily influences the amount of flexibility and budget slack for some public institutions to respond creatively to the new conditions.

Graphs 1-7

In the same Center study we find tentatively that regardless of the purposes for which higher education funds are directed--whether for new medical schools, for aid to private colleges, for state scholarship and grant programs, or for state college budgets--the total proportion of the budget going to higher education does not increase.

The state budgeting study also found that higher education has reached a new low in terms of priority among state services. This has been further confirmed by Soderberg (1974) of the California

Graphs 8,9

Department of Finance who surveyed the ten western state budget directors and found that higher education had very low priority, well below elementary and secondary education.

Given this greatly changed climate of opinion and attitude toward higher education and the structural and political context within which it seeks support, what are institutions and coordinating agencies doing or intending to do for institutional welfare? At the state level, Center studies show relatively little long-range comprehensive planning taking place. Coordinating agencies and statewide boards do respond to immediate policy issues on the establishment and location of institutionally-proposed medical and veterinary schools and on specific suggestions for new doctoral and professional programs. But with a few fortunate exceptions among the states, planners are not engaged in conceiving new initiatives in programming, in setting system goals, in reviewing or redefining institutional missions, or in establishing other parameters for the development of individual campuses within a system of public and private institutions. Certainly, few pay much attention to other postsecondary forms or agencies, much less take them specifically into account in their planning.

We also find legislators and governors much concerned over the lack of direction or focus in higher education. I do not suggest utter chaos at the state level, but actions taken thus far fall far short of political expectations and, given the conditions and trends already known, short of requirements to meet the new

realities. If state-level higher education agencies appear naive and incapable of grasping the significance of the changes for higher education in the postsecondary world, how do institutional leaders deal with the issues and the intensely competitive relationships arising from this context? The answer is very much like that of the state-level people. In a survey of 2500 college and university presidents conducted by the Center for the Carnegie Council for Policy Studies in Higher Education (1975) on how institutions were responding and planning to respond to leveling enrollments and funding patterns, we found some interesting, some unexpected, and some incongruous responses.

Show Table 13

Table 13 reveals that whereas 17 percent of institutions had decreases of 10 percent or more in enrollment in the last five years, only 4 percent expect that much decrease in the next five years. Similar findings depict the FTE enrollments. In the two years 1971 to 1973, about 32 percent of the presidents reported enrollment reductions of some magnitude; nevertheless they appear much more optimistic about the future, at least to 1980.

Table 13 also shows shifts in expenditure in real dollars per FTE student. Note that only 6 percent of the presidents indicate a decrease of 10 percent or more in real dollars per FTE student in the past five years, and only 3 percent estimate that much reduction in the future. As previously noted, the Center study on state general revenue shows a quite different picture. Private institutions obtain

//

about 30 to 40 percent of their funds from sources which relate little to enrollment and thus have kept up better in real-dollar terms per student than have the publics. Also, some private institutions, especially the liberal arts colleges, have experienced enrollment reductions but not comparable losses of revenue; hence their real dollars per student increased.

Show Table 14

Table 14 shows that presidents expect relatively little change in funding patters to 1980 compared to the recent past. Although fewer than in the past, 70 percent of all presidents still expect increases from state government. They are much less optimistic about the federal government. On the other hand, they are optimistic about private donations as opposed to government sources. Is there reason to believe that some if not all of these estimates for the future are overly optimistic for a large proportion of institutions in the nation?

As an aid in assessing trends for the types of students who would be recruited, we asked the presidents to indicate the extensiveness of their efforts to recruit among nine classes of students.

Show Table 15

Table 15 shows the results. As one might expect, the largest single percentage figure in either time period is toward recruitment of traditional students. But whereas only 5 percent more will recruit extensively for these, 28 percent more will do so for adults over 22, 26 percent more for evening students, 23 percent more for off-campus students, 20 percent more for early admittees from high school,

12

18 percent more for transfer students, and 17 percent more for previous dropouts. Clearly, the emphasis is on the adult student and those attending at different times and in different places than the traditional on-campus student. State funds for these adult programs are found to be increasingly in jeopardy by state agency staffs.

Tables 16,17

Table 16 shows the change in number of programs by level. For undergraduate and graduate levels, the presidents are far less optimistic about the number of new programs than in the past. Almost a quarter fewer presidents estimate increases. On the other hand, 11 percent more presidents expect to increase the number of programs for extension, evening, and continuing education students.

Table 18

Further, we asked the presidents for increases and decreases they expected in enrollment in the various academic areas. Table 18 reveals that only in foreign languages, engineering, and education in the period 1968 to 1974 do more presidents report decreases than increases. In 1980, however, far fewer presidents expect increases in the fine arts, social and biological sciences, or education than in the last five years. Only in engineering, business, and vocational areas are more increases expected than in the past. Observe the figure showing the largest increase in both time periods--"vocational and technical" by over 80 percent of the presidents.

Table 19

The presidents' questionnaire also asked about the elimination or consolidation of courses and programs for purposes of reallocation of resources. Table 19 indicates that few presidents

have extensively engaged in this activity and few expect to in the future.

All our data show that higher education was truly expansionist in the recent past and, while the percentage of presidents reporting further increases by 1980 is somewhat less on most items, a definite sense of optimism pervades their attitudes toward the future. Even those who have already suffered enrollment and funding losses estimate the future with sanguinity. The administrators are sufficiently satisfied with their recent tactics and strategies for recruiting new clientele, adopting new programs, and meeting staffing needs, to report no major changes in activities beyond those already underway in 1974. Adjustment, if any, will be more of the same. By doing the same they expect conditions to be better, and certainly no worse than at present.

Given the public and political attitudes about higher education and the great changes occurring in the types and kinds of institutions and agencies engaged in postsecondary education, the expectations of presidents often seem unrealistic. While it has been my impression that state planners and coordinators are more aware of these changed attitudes and conditions, they, like the presidents, also tend to stick with the status quo. So far, few have rocked the boat of complacency until a genuine crisis arises from real budget cuts by governors or a drastic drop in enrollment occurs.

The dictates of Governor Lucey of Wisconsin to the state university system are likely to come within the next few years to most state systems in the nation. On January 8, 1975, the governor directed:

> By April 15, 1975, I asked that the Board of Regents bring to my office and the Legislature a plan for phasing out, phasing down, or consolidating institutions and programs, including a statement of language to be inserted into the 1975-77 biennial budget which would authorize implementation of the plan.

In Wisconsin this meant a crash program to provide the plans demanded by April 15, a mere three months to complete an extremely complex set of plans. Why did the Wisconsin governor offer his directive? Currently, other governors as well as legislators are asking ever more searching questions about the role of institutions of higher education.

Higher education is unquestionably very important to the state for improving the quality of life and the economic welfare of its citizens--an importance which will increase rather than decrease in the future. However, if the college-going rate is an indicator, what higher education now offers probably meets the needs of only a minority of either youth or adults. The new emphasis on postsecondary education reflects this fact. Industrial, military and governmental training agencies, proprietary institutions, and a host of churches, social organizations, and labor unions now extend opportunities highly underestimated in their number and omnipresence

and underrated for their educational contributions. These are the institutions which predominately compose the postsecondary world. The Commission on Nontraditional Education (1973) reported that over 32 million persons engage in such education--far more than the 8 to 9 million degree enrollments in colleges and universities. The trends as currently perceived indicate that higher institutions will enroll an ever-diminishing proportion of the total pool of persons who seek education beyond the high school (Moses, 1970).

The changing institutional patterns for offering training and education are paralleled by an equally broad array of new means of delivery such as audio and video tape discs and cassettes, closedand open circuit TV, and independent study. The potential of these means of delivery by agencies other than colleges has as yet hardly been tapped.

As we note from the responses of presidents to the Center questionnaire and other sources, higher institutions have made some aggressive moves to compete in this new environment. Colleges give credit for previous experience, for participation in social action, for a year abroad, and for other activities historically foreign to higher education. However, few of these build up campus enrollments or credit hours for budget-generating purposes.

As enrollments drop or level off, staffs of higher institutions seek new constituencies to serve--primarily adults from all walks of life as well as low-income students. Private colleges

make contracts with industries for adult education and also engage in extension activities formerly the sole province of the large metropolitan private university. State colleges, badly affected by enrollment slippage, offered little extension work in the past but now do so through off-campus centers, late evening and weekend classes, and correspondence courses--much of which has recently been relabeled for residence credit.

The greatest uncertainty, given these new thrusts toward attracting the adult student, is knowledge of the exact size of the adult education pool. If adults are successfully recruited to make up for enrollment declines among young people in public institutions, the state must decide who is to pay the cost. In the past, most direct costs of extension and off-campus courses were paid by the student; now, by giving resident credit for such work, many state institutions bring these enrollments within state funding formulas for regular daytime students. Few states have faced this issue directly, but the recession and inflation cause more and more states to decide negatively on financing responsibilities for adults.

Importantly, the new instructional forms and modes are not minor adjustments in education: They have revolutionary import and should be at the heart of institutional planning. Nisbet (1974) has called for reassessment of institutional missions and goals in the face of such change: He predicts that most colleges and universities will become more parochial, meeting local and regional interests and needs rather than national ones.

Governors and legislators are aware, sometimes seemingly more acutely than educators, that the climate and environment for postsecondary education is in a volatile state of flux. They want the state-level agencies and the institutions to take a more studied and aggressive stand on how and in what dimensions each campus will fit into the new spectrum of agencies and modes of education. What they really want is probably impossible to provide in absolute detail. But what they observe is that which is reported by the presidents, some tightening up on courses and programs and on number of faculty, but not much; and a great deal of laissez-faire thinking about the future.

State pressures for better and more comprehensive long-range planning are undoubtedly going to come from the politicians and will be directed at the state coordinating and planning boards. Individual institutions will be caught in the intricate web of committees, task forces, and special teams which large-scale planning efforts at the state level entail. Very few presidents will have well-thought-out ideas about the future roles and functions that their institutions can perform optimally within the competitive postsecondary environment, and fewer still will have actual plans to achieve their objectives. Thus, most institutions and campuses will be vulnerable to the point of helplessness to ideas and designs imposed on them by outside forces and agencies, particularly the state agency staffs.

An aggressive, realistic planning mode is the best defense against imposition from without of roles and programs for an individual institution. The stance requires new perspectives on the institutional role in the wide spectrum of postsecondary institutions, and also new data bases for providing more meaningful assessments of internal operations and of faculty and student trends that bear on policy issues.

Too, institutional research staffs and policy analysis groups can contribute substantially to the well-being of an institution by aggressively pursuing, with the help, advice, and consent of the several state agencies, objectives and goals backed by data-based realism and imaginative analysis. State plans can then support strong institutional plans rather than initiate models and procedures for imposing state-conceived priorities. An institutional or state coordinating agency planning vacuum invites state intervention and domination. A well-thought-out plan based on realistic assessment of an institution's strengths and potential invites state support and cooperation rather than control. At a minimum, institutional officers ought to know more about their students, faculty, programs, operations, and plans than the state agencies--a condition often unverified by current research.

The future is not bleak for higher education if its component institutions and staffs recognize the trends and take appropriate actions to either change a trend or respond to its demands in meaningful ways. But analyses, plans, and action must be bywords if success is to be assured.

REFERENCES

Commission on Nontraditional Study. *Diversity by design*. Samuel B. Gould, chairman. San Francisco and London: Jossey-Bass, 1973.

Glenny, L. A., et al. *Presidents confront reality: From edifice complex to university without walls*. San Francisco: Jossey-Bass, in press.

Glenny, L. A., & Kidder, J. *Trends in state funding in higher education*. Denver, Co.: Education Commission of the States, Reoprt No. 33, January 1973, 8.

Glenny, L. A., et al. *Coordinating higher education for the '70s*. Berkeley: Center for Research and Development in Higher Education, University of California, 1971.

Moses, S. Notes on the learning force. *Notes On The Future of Education*, February 1970, *1*(2), 7. Publication of Syracuse University.

Nisbet, R. The decline of academic nationalism. *Change Magazine*, July-August 1974, *6*(6), 26.

Soderberg, R. T. *Responses to survey of state budget notables*. Sacramento, Ca.: Audits Division, California State Department of Finance, September 1974.

U. S. Department of Commerce, Bureau of the Census. *Characteristics of American youth 1974*. Current population reports, Series P-23, No. 51, 1975, 9; and Series P-23, No. 541, February 1975.

Table 1: PROFESSIONAL STAFF SIZE AND ALLOCATION OF TIME TO HIGHER EDUCATION OPERATING BUDGETS: EXECUTIVE BUDGET OFFICE

	Total number of professional staff	Number of professional staff assigned to higher education operating budget	Agency's estimate of percentage of time spent on higher education operating budget	
			Routine/ technical	Policy
California	101	9.5	20	80
Colorado	15	3	50	50
Connecticut	35.5	6	60	40
Florida	29	4	80	20
Hawaii	36	4	80	20
Illinois	62	3	20	80
Kansas	15	1	85	15
Michigan	30	4	80	20
Mississippi				
Nebraska	9	4	50	50
New York	160	9	75	25
Pennsylvania	45	2	60	40
Tennessee	10	1	20	80
Texas	10	3		
Virginia	12	4	80	20
Washington	22	2	75	25
Wisconsin	28	4	25	75
Total	619.5	63.5		

Explanatory Notes: "Professional staff" listed include all employees except those who perform clerical or other duties that do not ordinarily require a bachelor's or advanced degree.

The number of staff does not reflect the actual man-years assigned to the formulation of higher education operating budgets as staff typically are assigned a variety of additional responsibilities.

Table 2: PROFESSIONAL STAFF SIZE AND ALLOCATION OF TIME TO HIGHER EDUCATION OPERATING BUDGETS: JOINT LEGISLATIVE BUDGET OR FISCAL COMMITTEE

	Total number of professional staff	Number of professional staff assigned to higher education operating budget	Agency's estimate of percentage of time spent on higher education operating budget	
			Routine/ technical	Policy
California	52	4		
Colorado	6	2	25	75
Connecticut	2	1		
Florida				
Hawaii				
Illinois				
Kansas	2	1		
Michigan				
Mississippi	6	2		
Nebraska	12	4	30	70
New York				
Pennsylvania				
Tennessee	3	0	100	0
Texas	18	4	60	40
Virginia				
Washington				
Wisconsin	10	3	50	50
Total	111	21		

Explanatory Notes: "Professional staff" listed include all employees except those who perform clerical or other duties that do not ordinarily require a bachelor's or advanced degree.

The number of staff does not reflect the actual man-years assigned to the formulation of higher education operating budgets as staff typically are assigned a variety of additional responsibilities.

Table 3: PROFESSIONAL STAFF SIZE AND ALLOCATION OF TIME TO HIGHER EDUCATION OPERATING BUDGETS: LOWER LEGISLATIVE HOUSE FISCAL OR BUDGET COMMITTEE

	Total number of professional staff	Number of professional staff assigned to higher education operating budget	Agency's estimate of percentage of time spent on higher education operating budget	
			Routine/ technical	Policy
California	1	1		
Colorado				
Connecticut				
Florida	10	1	50	50
Hawaii	5	1	80	20
Illinois	23	2	60	40
Kansas				
Michigan	12	1		
Mississippi				
Nebraska				
New York	12	1	50	50
Pennsylvania	5	0		
Tennessee				
Texas				
Virginia	4	1	75	25
Washington	10	2		
Wisconsin				
Total	82	10		

Explanatory Note: "Professional staff" listed includes all employees except those who perform clerical or other duties that do not ordinarily require a bachelor's or advanced degree.

The number of staff does not reflect the actual man-years assigned to the formulation of higher education operating budgets as staff typically are assigned a variety of additional responsibilities.

Table 4: PROFESSIONAL STAFF SIZE AND ALLOCATION OF TIME TO HIGHER EDUCATION OPERATING BUDGETS: UPPER LEGISLATIVE HOUSE FISCAL OR BUDGET COMMITTEE

	Total number of professional staff	Number of professional staff assigned to higher education operating budget	Agency's estimate of percentage of time spent on higher education operating budget	
			Routine/ technical	Policy
California	1	0		
Colorado				
Connecticut				
Florida	10	1	60	40
Hawaii	6	2	50	50
Illinois	8	2	20	80
Kansas				
Michigan	12	2	40	60
Mississippi				
Nebraska				
New York	11	2	40	60
Pennsylvania	3	0		
Tennessee	1	0		
Texas				
Virginia				
Washington	6	2		
Wisconsin				
Total	58	11		

Explanatory Notes: "Professional staff" listed include all employees except those who perform clerical or other duties that do not ordinarily require a bachelor's or advanced degree.

The number of staff does not reflect the actual man-years assigned to the formulation of higher education operating budgets as staff typically are assigned a variety of additional responsibilities.

Table 5: STATE AGENCY REVIEW OF HIGHER EDUCATION OPERATING BUDGETS: COMPUTERIZED DATA BASES

	Exec Bdgt Off		Legis Fisc Stf		Cons Gov Board		Coord Agency		State Dept Educ	
	For tabulation	For analysis	For tabulation	For analysis	For tabulation	For analysis	For tabulation	For analysis	For tabulation	For analysis
California	x									
Colorado	x						x			
Connecticut	x		x							
Florida	x	x	x	x	x	x				
Hawaii	x				x	x				
Illinois							x	x		
Kansas										
Michigan			x	x						
Mississippi					x					
Nebraska	x	x	x	x						
New York										
Pennsylvania			x						x	x
Tennessee							x	x		
Texas							x	x		
Virginia	x	x					x	x		
Washington	x	x		x			x	x		
Wisconsin					x	x				
Total	8	4	5	4	4	3	6	5	1	1

Explanatory Note: "Tabulation" is the use of a computerized running account of budgetary data to provide data arrays and totals. "Analysis" is the use of computerized data bases to evaluate budgetary decision alternatives.

Table 6: BASIS FOR BUDGET REQUEST: USE OF BUDGETARY FORMULAS OR INDICATORS FOR INSTRUCTION AND DEPARTMENTAL RESEARCH

	Budgetary formula	Indicator
California		
Colorado		x
Connecticut		x
Florida	x	
Hawaii		x
Illinois		x
Kansas		x
Michigan		x
Mississippi	x	
Nebraska		x
New York		x
Pennsylvania		x
Tennessee	x	
Texas	x	
Virginia	x	
Washington		x
Wisconsin	x	
Total	6	10

Explanatory Note: The distinction between formula and indicator states applies only to the instruction and departmental research area of the operating budget. The crucial distinction between formulas and indicators lies in their usage. A formula is a set of mathematical relationships between selected parameters, e.g. S/F ratios, SCU/FTEF ratios, unit costs, which is used to generate budget requests. Indicators are parameters, e.g. S/F ratios, SCU/FTEF ratios, unit costs, or criteria used to test the reasonableness and/or feasibility of budget requests, but are not used to generate budget requests in the more mechanical fashion characteristic of formulas. Both formulas and indicators can be applied against either the entire budget or only the increment to the base. Also, both formulas and indicators can be applied against either the entire budget or selected areas of the budget.

Table 7: BASIS FOR BUDGET REQUEST: PERCENTAGE OF TOTAL HIGHER EDUCATION OPERATING BUDGET REQUEST GENERATED BY FORMULA

	90% or more	80-90%	70-80%	50-70%	20-50%	Less than 20%	None
California							x
Colorado							x
Connecticut							x
Florida		x					
Hawaii							x
Illinois						x	
Kansas						x	
Michigan							x
Mississippi	x						
Nebraska					x		
New York							x
Pennsylvania							x
Tennessee		x					
Texas		x					
Virginia			x				
Washington				x			x
Wisconsin						x	
Total	1	3	1	1	1	3	8

Explanatory Note: This table covers all areas of the budget, as shown in Table 39, in which formulas are used to generate higher operating budget requests. This table does not cover usage of "indicators," as this term is defined in the explanatory note to Table 38.

Table 8: FACTORS OR FORMULA ELEMENTS USED IN REVIEW OF THE INSTRUCTIONAL PORTION OF HIGHER EDUCATION OPERATING BUDGETS: UNIT COSTS

	Costs per student credit unit	Costs per FTE student	Costs by program or discipline	Lowest organizational aggregation of data available to state agencies			
				Campus	System	System clusters	State
California							
Colorado		x		x			
Connecticut							
Florida	x		x				x
Hawaii	x		x	x			
Illinois	x	x	x	x			
Kansas							
Michigan		x		x			
Mississippi							
Nebraska							
New York							
Pennsylvania			x	x			
Tennessee	x		x				x
Texas	x		x				x
Virginia							
Washington		x	x	x			
Wisconsin	x	x	x	x			
Total	6	5	8	7	0	0	3

Table 9: REVIEW OF HIGHER EDUCATION BUDGET BASES: EXECUTIVE BUDGET OFFICE STRATEGIES OR PROCEDURES

	Special issue analyses	Formula to calculate base	General cut of the base (e.g. "productivity cut")	Forced reallocation	Requires program priority statement	Faculty workload adjustment
California	x				x	x
Colorado						x
Connecticut						x
Florida	x	x				x
Hawaii					x	x
Illinois	x					x
Kansas	x	x				
Michigan					x	x
Mississippi						
Nebraska	x		x			
New York	x					x
Pennsylvania	x		x			
Tennessee	x	x				
Texas		x				
Virginia	x	x				
Washington	x	x	x	x		
Wisconsin	x		x		x	
Total	11	6	4	1	4	8

Explanatory Notes: Agencies with budget review authority employ various techniques to examine and/or reduce the costs of continuing activities in institutions of higher education--their base budget. This table categorizes several of these approaches.

A "special issue analysis" is something more than a summarization of a few telephone calls in response to a casual inquiry, but need not have the formality of a report intended for distribution beyond the agency itself.

Table 10: REVIEW OF HIGHER EDUCATION BUDGET BASES: LEGISLATIVE FISCAL STAFF STRATEGIES OR PROCEDURES

	Special issue analyses	Formula to calculate base	General cut of the base (e.g. "productivity cut")	Forced reallocation	Requires program priority statement	Faculty workload adjustment
California	x			x		x
Colorado	x					x
Connecticut	x					x
Florida	x	x				x
Hawaii	x				x	
Illinois	x					
Kansas						
Michigan	x	x		x	x	x
Mississippi		x				
Nebraska	x			x	x	
New York	x					
Pennsylvania	x		x			
Tennessee	x	x				
Texas	x	x				
Virginia	x					
Washington	x					x
Wisconsin	x					
Total	15	5	1	3	3	6

Explanatory Notes: Agencies with budget review authority employ various techniques to examine and/or reduce the costs of continuing activities in institutions of higher education; this table categorizes several of these approaches.

A "special issue analysis" is something more than a summarization of a few telephone calls in response to a casual inquiry, but need not have the formality of a report intended for distribution beyond the agency itself.

Table 11: STATE AGENCY REVIEW OF HIGHER EDUCATION OPERATING BUDGETS: SPECIAL ISSUE STUDIES

	Exec Bdgt Off	Legis Fisc Stf	Cons Gov Board	Coord Agency	State Dept Educ
California	x	x		x	
Colorado		x		x	
Connecticut		x		x	
Florida	x	x	x		
Hawaii			x		
Illinois	x			x	
Kansas			x		
Michigan		x			x
Mississippi		x			
Nebraska	x	x			
New York	x	x			
Pennsylvania	x	x			
Tennessee		x		x	
Texas	x	x		x	
Virginia	x	x		x	
Washington	x	x		x	
Wisconsin	x	x	x		
Total	10	14	4	8	1

Explanatory Note: A "special issue study" is an examination of a particular issue in higher education that results in a formal report or document, usually intended for distribution beyond the reporting agency.

Table 12: BUDGET BILL FOR HIGHER EDUCATION OPERATING BUDGETS: NUMBER OF ORGANIZATIONAL APPROPRIATIONS FOR FOUR-YEAR INSTITUTIONS IN RELATION TO NUMBER OF REQUESTS AND NUMBER OF CAMPUSES, AND NUMBER OF LINES PER ORGANIZATIONAL APPROPRIATION

	Number of four-year and upper division campuses	Number of requests or recommendations acted upon by Executive/ Legislative staffs	Number of organizational appropriations for four-year campuses and subsidiary activities	Number of lines per typical organizational appropriation		
				Four or less lines	5-10 lines	11 or more lines
California	29	3	3	x		
Colorado	13	18	18		x	
Connecticut	6	3	3		x	
Florida	9	10	7		x	
Hawaii	2	1	1		x	
Illinois	13	1	10			x
Kansas	7	7	7		x	
Michigan	15	15	15			x
Mississippi	9	2	2		x	
Nebraska	7	5	7	x	x	
New York	27	1	27		x	
Pennsylvania	34	18	5	x		
Tennessee	11	1	17	x		
Texas	40	40	48			x
Virginia	15	15	25	x		
Washington	6	6	6	x		
Wisconsin	13	1	2		x	
Total	256	147	203			

Table 13

	From 1968 to 1974			From 1974 to 1980			1968 1974 (N)	1974 1980 (N)
1. Indicate the extent of increase or decrease in total fall enrollment (undergraduate, graduate, day, evening, full-, part-time) by:	*Increase more than 10%*	*Little change*	*Decrease more than 10%*	*Increase more than 10%*	*Little change*	*Decrease more than 10%*		
Headcount	63%	20%	17%	46%	50%	4%	(1218)	(1185)
FTE	61	22	17	43	51	6	(1169)	(1135)
2. Please specify the percentage your enrollment (headcount) changed between fall 1971 and fall 1973.								
Increased 65% / Decreased 32% / 3% No change							(1130)	
3. Indicate shifts in your institution's real operating expenditure per FTE student (constant $ per FTE student; adjusted for inflation)	55%	39%	6%	48%	49%	3%	(1055)	(1003)

Table 14

8. For each funding source, indicate change in financial support:	1974 compared to 1968			1980 compared to 1974			Not applicable	1968 1974 (N)	1974 1980 (N)
	More	Little change	Less	More	Little change	Less			
Local government	31%	57%	12%	30%	60%	10%		(506)	(505)
State government	78	18	4	70	27	3		(991)	(976)
Federal government	51	31	18	43	45	12		(1081)	(1055)
Endowment	42	53	5	60	37	3		(874)	(874)
Foundations & corporations	47	49	4	57	41	2		(984)	(977)
Private donors (including alumni)	60	37	3	72	27	1		(1031)	(1018)
Enrolled students (tuition and fees)	73	21	6	65	32	3		(1163)	(1140)
Continuing education and related services	59	38	3	69	30	1		(1031)	(1010)
Other (please indicate): _____	64	22	14	60	20	20		(42)	(46)

Table 15

27. For each type of student, indicate emphasis on active recruitment:	*1974 compared to 1968*			*1980 compared to 1974*			*Not applicable*	
	Extensive	*Some*	*Very little*	*Extensive*	*Some*	*Very little*		
Early admissions from high school	14	54	32	34	50	16		(1092) (1065)
Traditional student	65	30	5	70	27	3		(1174) (1146)
Transfer student	38	43	19	56	32	12		(1138) (1108)
Ethnic minority	51	41	8	52	43	5		(1175) (1141)
Low-income	39	47	14	45	46	9		(1155) (1123)
Adult over 22	38	39	23	66	25	9		(1138) (1105)
Off-campus	35	39	26	58	29	13		(958) (945)
Evening	41	37	22	67	24	9		(1012) (989)
Previous dropout	14	38	48	31	40	29		(1056) (1028)

Table 16

	From 1968 to 1974			From 1974 to 1980				
	Increase	*Little change*	*Decrease*	*Increase*	*Little change*	*Decrease*		
15. For each type of "new student," indicate change in number of instructional programs designed to serve:								
Ethnic minority	49	50	1	33	65	2	(1094)	(1054)
Adult over 22	57	42	1	75	24	1	(1078)	(1046)
Evening	61	36	3	75	24	1	(999)	(977)
Off-campus	63	33	4	76	22	2	(884)	(884)

Table 17

14. For each level, indicate change in number of instructional programs:	From 1968 to 1974			From 1974 to 1980			Not applicable		
	Increase	Little change	Decrease	Increase	Little change	Decrease			
Undergraduate	57	38	5	34	57	9		(1137)	(1101)
Graduate	60	34	6	34	55	11		(426)	(430)
Professional	47	51	2	36	61	3		(316)	(314)
Extension, evening, and/or continuing education	72	24	4	83	16	1		(727)	(728)

Table 18

III. ACADEMIC PROGRAMS

11. For each general academic area, indicate changes in enrollment at the undergraduate level:	From 1968 to 1974			From 1974 to 1980			Not applicable	1968 1974 (N)	1974 1980 (N)
	Increase	Little change	Decrease	Increase	Little change	Decrease			
Fine arts	52%	34%	14%	36%	57%	7%		(998)	(955)
Humanities	32	42	26	21	65	14		(1017)	(973)
Foreign languages	14	23	63	10	50	40		(1000)	(950)
Social sciences	56	31	13	38	54	8		(1035)	(980)
Biological sciences	58	34	8	44	53	3		(1025)	(971)
Physical sciences & mathematics	32	43	25	30	64	6		(1020)	(971)
Engineering	26	38	36	46	48	6		(500)	(481)
Education	35	29	36	16	53	31		(903)	(846)
Business	73	21	6	74	25	1		(903)	(881)
Health sciences	80	19	1	75	24	1		(784)	(768)
Architecture	32	57	11	22	69	9		(241)	(231)
Agriculture	50	39	11	42	49	9		(262)	(266)
Other vocational/technical (two-year)	81	13	6	83	15	2		(477)	(475)
Other (please indicate): _____	78	17	5	68	26	6		(107)	(107)

Table 19

	From 1968 to 1974			From 1974 to 1980			Not applicable		
	Extensive	Some	Very little	Extensive	Some	Very little			
12. For each level, indicate extent of elimination or consolidation of courses for purposes of reallocating resources:									
Undergraduate	5	45	50	14	61	25		(1110)	(1079)
Graduate	3	29	68	7	58	35		(423)	(418)
Professional	3	27	70	4	48	48		(307)	(297)
Other (specify): _____	22	45	33	18	36	46		(9)	(11)
13. For each level, indicate extent of elimination or consolidation of programs for purposes of reallocating resources:									
Undergraduate	3	38	59	9	54	37		(1091)	(1053)
Graduate	3	27	70	7	50	43		(421)	(412)
Professional	2	22	76	3	40	57		(303)	(296)
Other (specify): _____	10	50	40	15	46	39		(10)	(13)

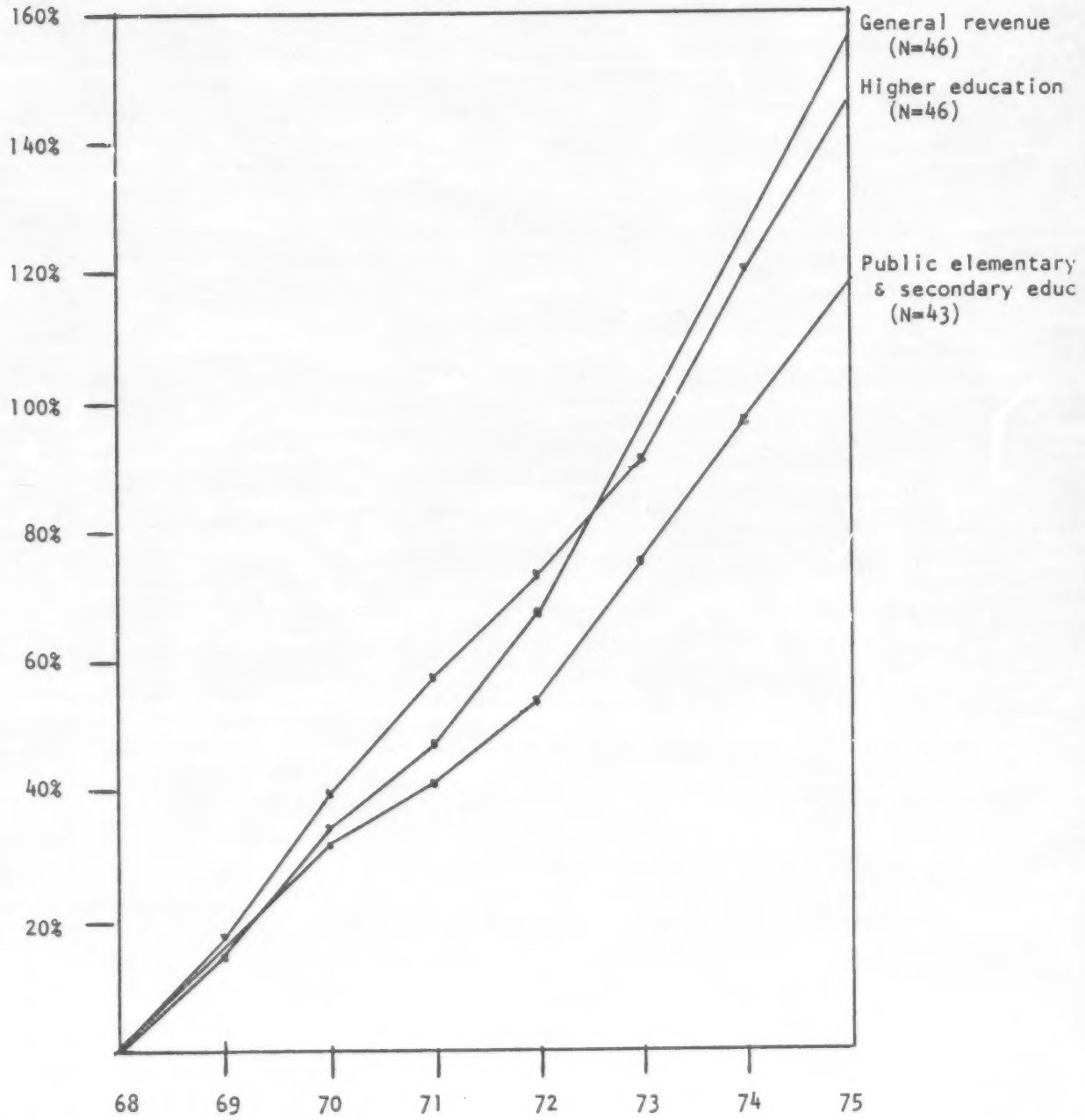
Table 20

	From 1968 to 1974			From 1974 to 1980			1968 1974 1974 (N)	1974 1980 (N)
	Increase	Little change	Decrease	Increase	Little change	Decrease		
22. Incentives for early retirement:	13%	86%	1%	43%	56%	1%	(1167)	(1150)
23. Systematic efforts to evaluate faculty teaching competence:	69	31	+	82	18	+	(1194)	(1177)
24. Systematic efforts to retrain faculty for new or related fields or functions:	22	78	+	53	47	+	(1180)	(1163)
25. Rigor of standards for faculty promotions or merit increases:	49	50	1	67	32	1	(1175)	(1162)
26. Rigor of faculty tenure standards:	44	54	2	63	36	1	(1082)	(1060)

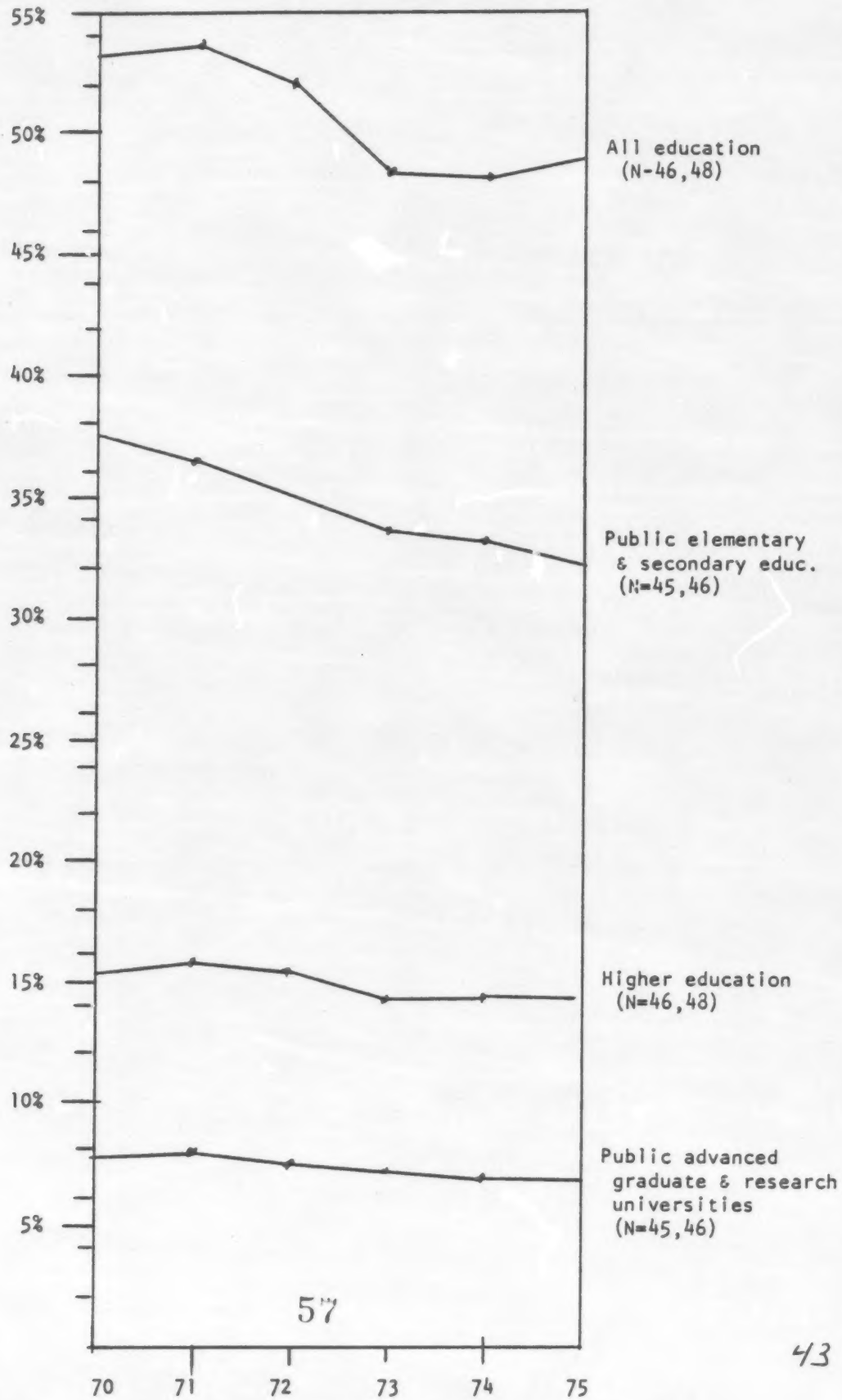
Table 21

20. For each group, indicate if collective bargaining agreements in effect at any time:	From 1968 to 1974			From 1974 to 1980			
	Yes	No	Don't know	Probably yes	Probably no	Don't know	
Faculty	13	87	+	32	52	16	(1186) (1160)
Teaching assistants	4	96	+	12	71	17	(1085) (1053)
Clerical staff	11	88	1	27	58	15	(1178) (1150)
Maintenance staff	23	76	1	37	48	15	(1178) (1141)

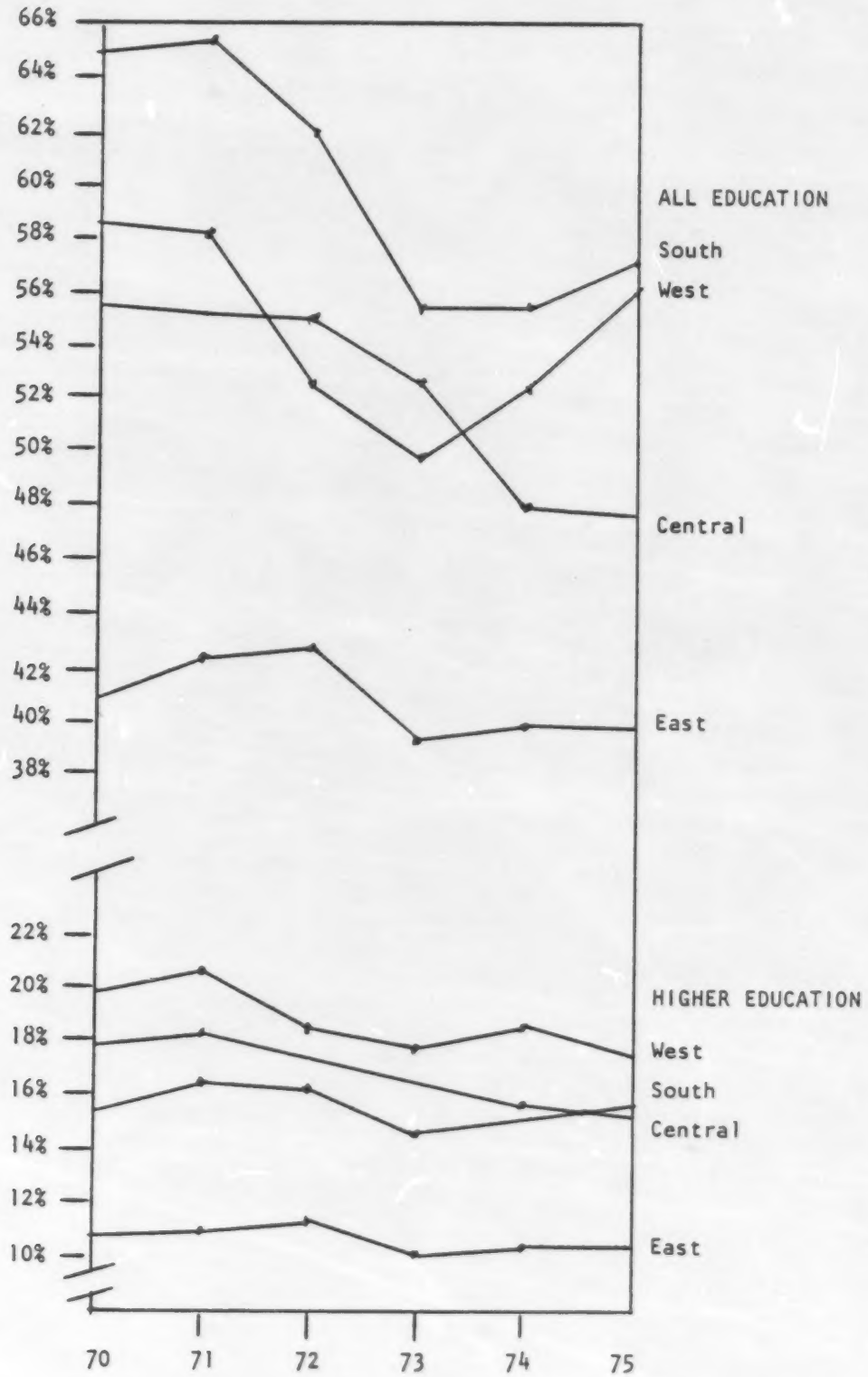
Graph 1. Percentage Increase Since 1968 in State General Revenue and Appropriations to All Higher Education, and Public Elementary and Secondary Education, Nationwide



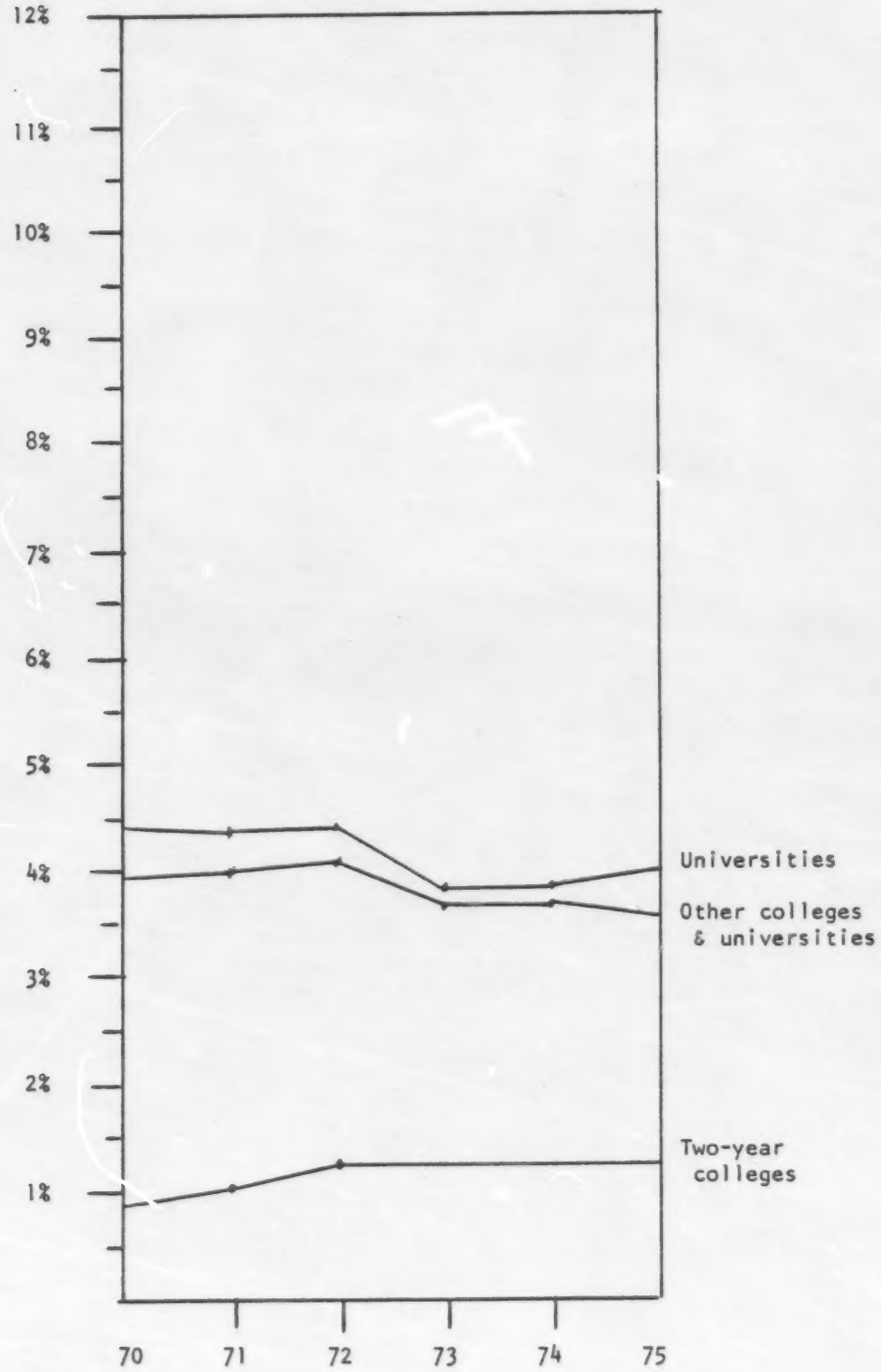
Graph 2. State Appropriations to Education by Various Sectors as a Percentage of General Revenue, Nationwide (1970-1975)



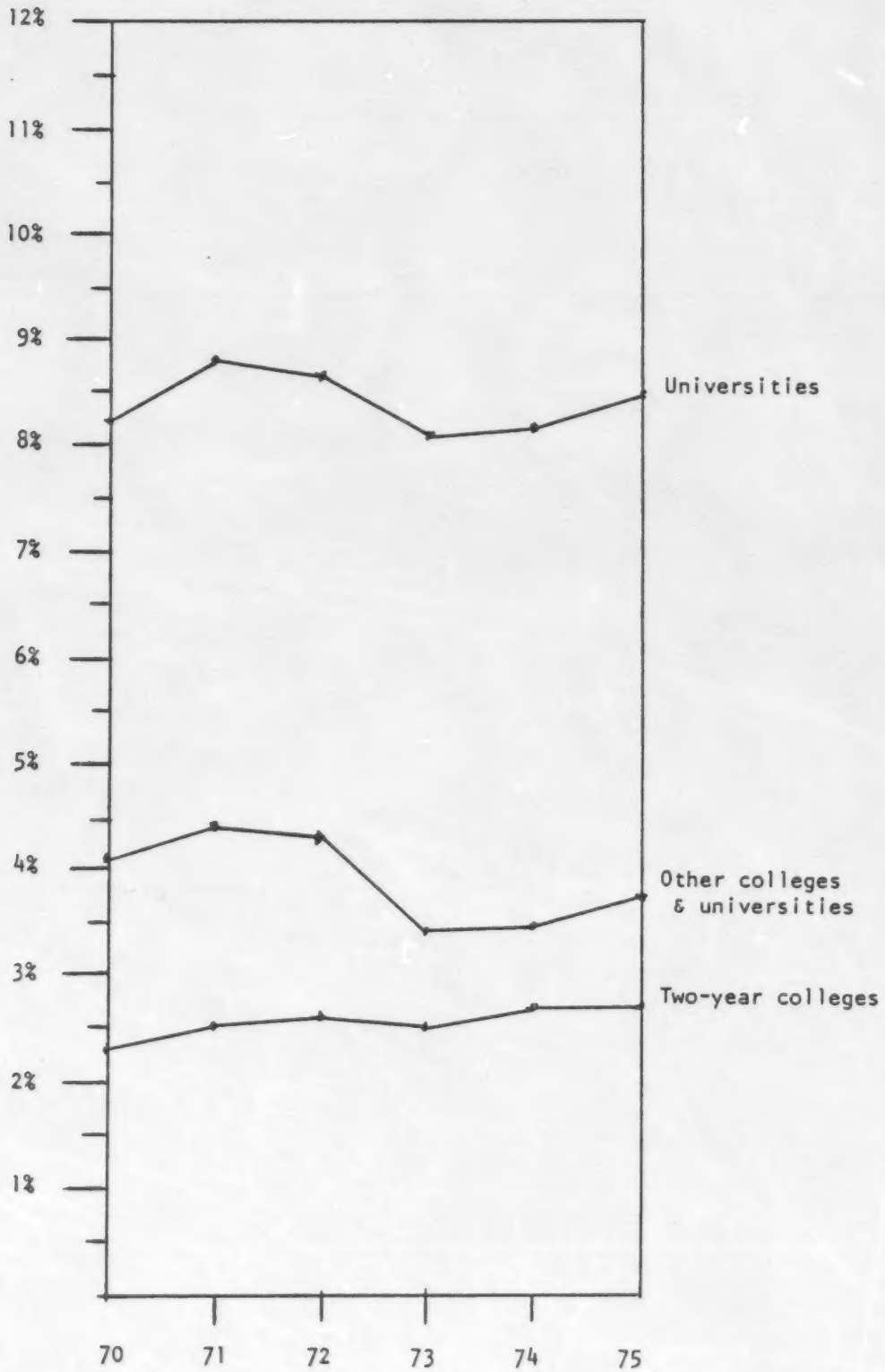
Graph 3. State Appropriation to All Education and to All Higher Education as a Percentage of General Revenue, by Region



Graph 4. State Appropriations to Public Advanced Graduate and Research Universities, Other Universities and Colleges, and Two-year Colleges as a Percentage of General Revenue: East

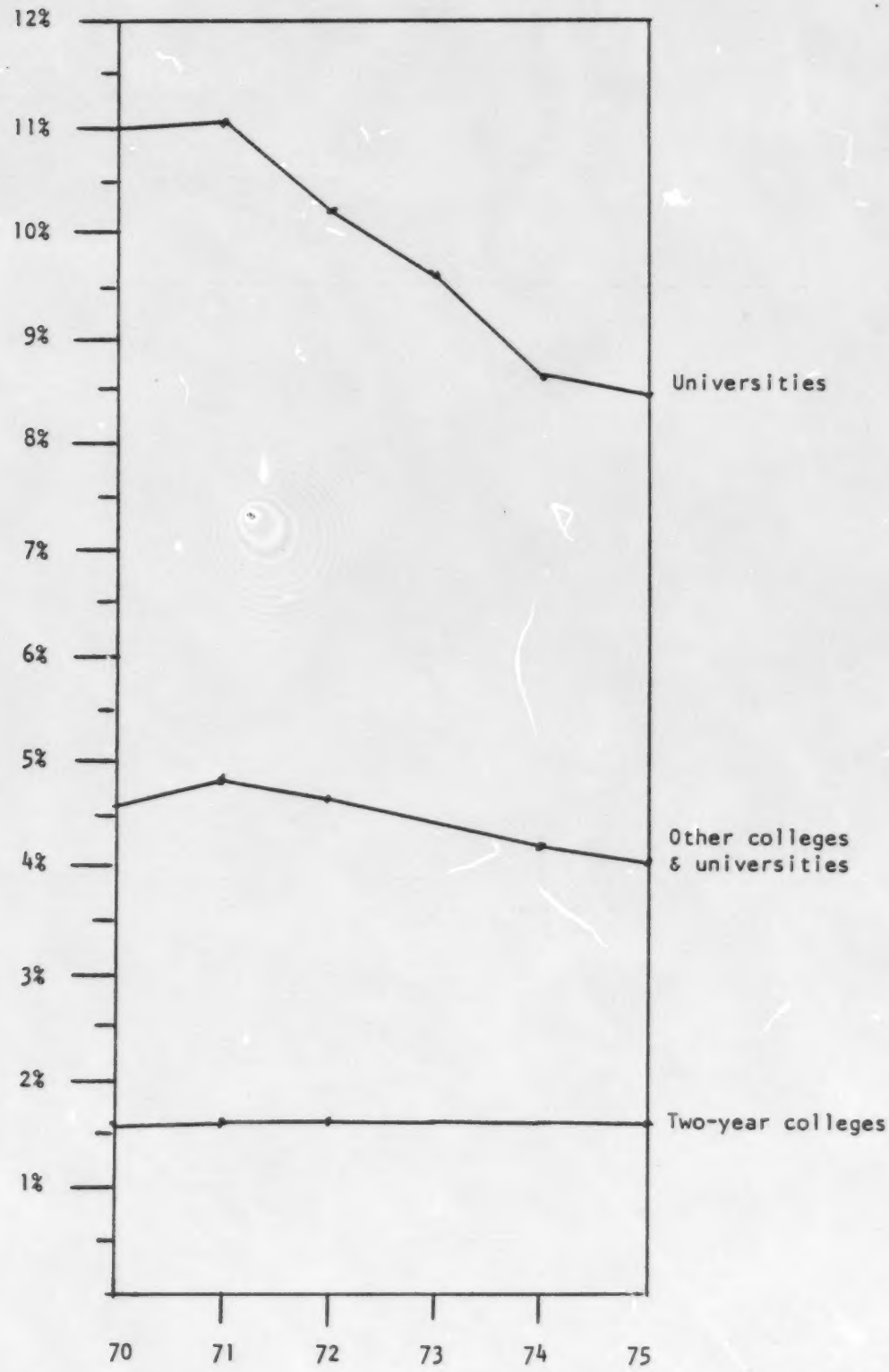


Graph 5. State Appropriations to Public Advanced Graduate and Research Universities, Other Universities and Colleges, and Two-Year Colleges as a Percentage of General Revenue: South

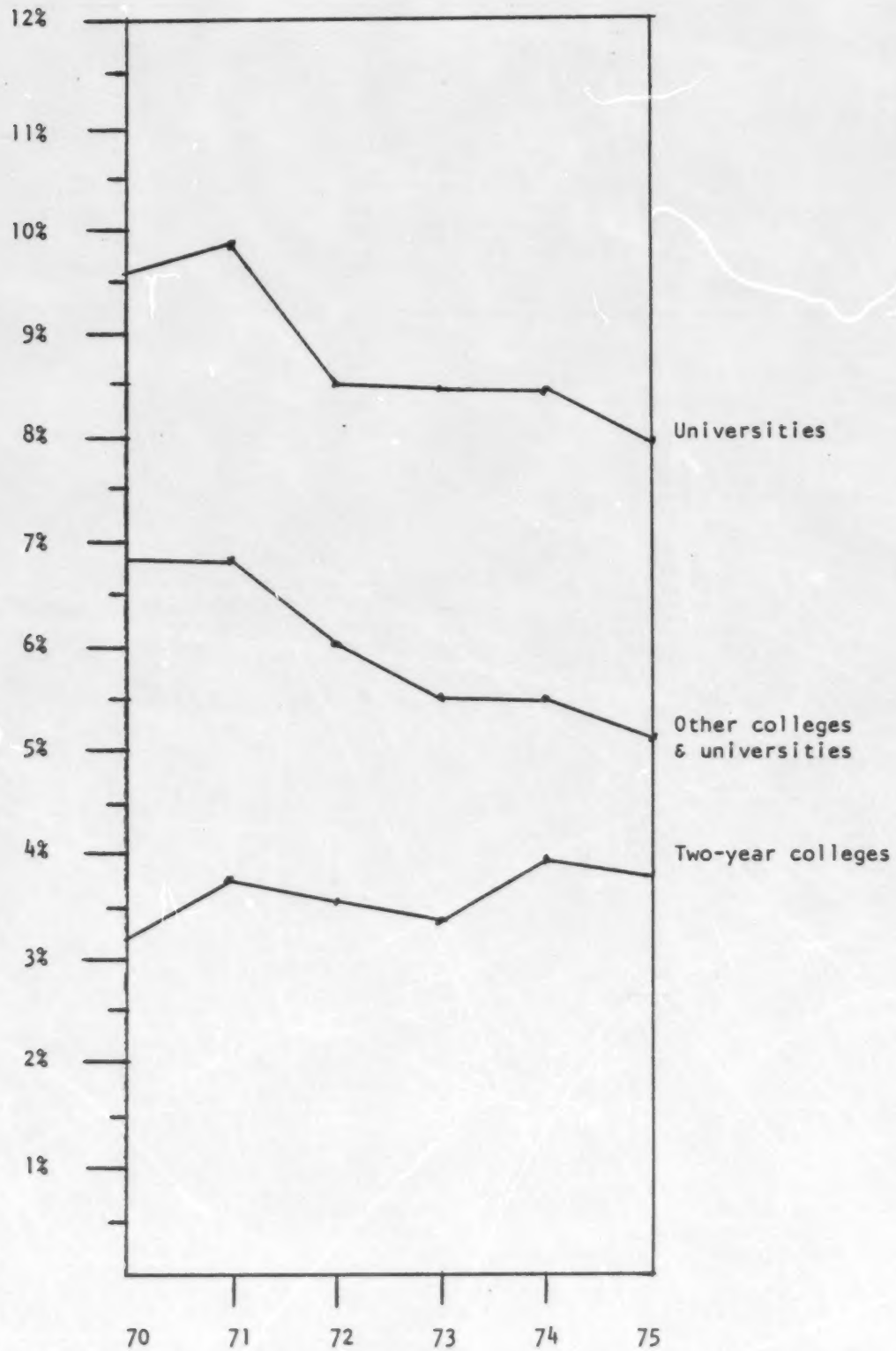


46

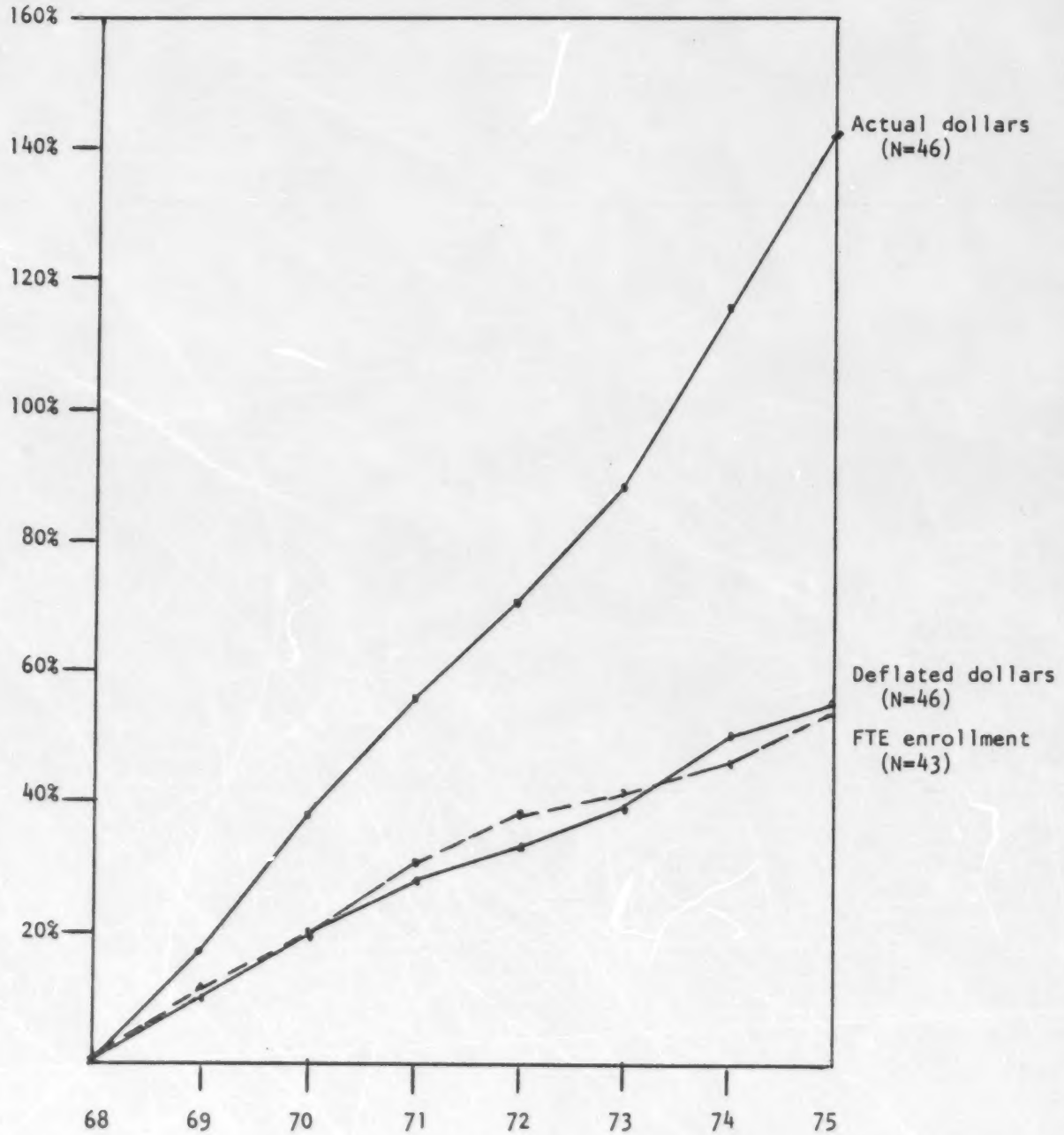
Graph 6. State Appropriations to Public Advanced Graduate and Research Universities, Other Universities and Colleges, and Two-year Colleges as a Percentage of General Revenue: Central



Graph 7. State Appropriations to Public Advanced Graduate and Research Universities, Other Universities and Colleges, and Two-year Colleges as a Percentage of General Revenue: West



Graph 8. Percentage Increase Since 1968 of State Appropriations to Public Higher Education (Actual Dollars and Deflated Dollars) and Enrollments in Public Higher Education, Nationwide



Graph 9. Percentage Increase since 1968 of State Appropriations to Public Higher Education in Deflated Dollars, by Region